DOCUMENT RESUME

ED 269 618 CE 044 427

TITLE	New PIC/Postsecondary Alliances. How Postsecondary Institutions and Private Industry Councils Are Working Together to Boost Economic Development and Put People Back to Work. Six Case Studies.
INSTITUTION	National Association of Private Industry Councils, Washington, DC.; National Inst. for Work and Learning, Washington, D.C.
SPONS AGENCY	Fund for the Improvement of Postsecondary Education (ED), Washington, DC.
PUB DATE	[85]
NOTE	53p.; For a related document, see CE 044 426.
AVAILABLE FROM	The National Institute for Work and Learning, 1200 - 18th St., N.W., Suite 316, Washington, DC 20036 ($11.95).
PUB TYPE	Reports - Descriptive (141)
EDRS PRICE	MF01 Plus Postage. PC Not Available from EDRS.
DESCRIPTORS	Case Studies; *Colleges; *Cooperation; Cooperative Programs; Dislocated Workers; *Economic Development; *Employment Programs; Federal Legislation; Federal Programs; Job Development; *Job Training; *Nontraditional Students; Postsecondary Education; Unemployment; Universities
IDENTIFIERS	Job Training Partnership Act 1982; *Private Industry Councils

ABSTRACT

Case studies are provided of the six sites involved in a demonstration project to encourage partnerships between postsecondary educational institutions and Private Industry Councils (PICs). These programs represent instances of collaborations between colleges/universities and the Job Training Partnership Act to help the unemployed find work and encourage business startups and expansion. The six programs are the (1) Chautauqua County PIC (Mayville, New York)/State University College of New York at Fredonia; (2) Franklin-Adams Employment and Training Consortium (Chambersburg, Pennsylvania)/Shippensburg University, Wilson College, and Monte Alto Campus of Pennsylvania State University; (3) Genesee/Shiawassee Employment and Training (Flint, Michigan)/University of Michigan--Flint, Mott Community College, Baker Community College, GMI Engineering and Management Institute; (4) Northwest Pennsylvania Training Partnership Consortium (Franklin, Pennsylvania)/Alliance College, Thiel College, and the Shenango Valley Campus of Pennsylvania State University; (5) the PIC of Columbus and Franklin County, Inc. (Columbus, Ohio)/National Center for Research in Vocational Education at the Ohio State University; and (6) (Region I) North Idaho PIC (Coeur d'Alene, Idaho)/North Idaho College. Each case study consists of a brief overview of activities, area profile, historical perspective, project goals and implementation, and outcomes. (YLB)

ED269618

New PIC/Postsecondary Alliances

How Postsecondary Institutions
and Private Industry Councils
Are Working Together to Boost Economic
Development and Put People Back to Work.
Six Case Studies.

U.S. DEPARTMENT OF EDUCATION
Office of Educational Research and Improvement
EDUCATIONAL RESOURCES INFORMATION CENTER (ERIC)

☐ This document has been reproduced as received from the person or organization originating it.
☑ Minor changes have been made to improve reproduction quality.

• Points of view or opinions stated in this document do not necessarily represent official OERI position or policy.

"PERMISSION TO REPRODUCE THIS MATERIAL IN MICROFICHE ONLY HAS BEEN GRANTED BY

A Laporte

TO THE EDUCATIONAL RESOURCES INFORMATION CENTER (ERIC)."

CE 044 427

National
Institute for
Work and Learning

1200
18th Street, NW
Suite 316

Washington, DC
20036

202-887-6800

Chautauqua County Private Industry Council (Mayville, NY)/State University College (SUC) of New York at Fredonia

Thirty skilled but unemployed workers in Chautauqua County were selected to participate in a three week training program conducted jointly by the Continuing Education Department of Fredonia SUC and the Private Industry Council (PIC). The initially planned primary focus on skills related to automation, basic mathematics and use of microcomputers for business and industry was modified based on an employer study which revealed that employers were most interested in hiring persons with good communication skills whom they could train to use equipment specific to the company.

This program provided the SUC with its first exposure to JTPA clients. Faculty were challenged and enjoyed working with this group of non-traditional students. As a direct result, a microcomputer laboratory has been established as a specialized teaching laboratory. Participants of this program are welcome to return to use the equipment, and other displaced workers are seeking to use the lab. Software is available in self-directed math remediation, computer awareness, and skills assessment through the DISCOVER program.

Also as a result of the relationships developed during the project among the SUC, the PIC, and the Industrial Development Agency (on which the current PIC Executive Director serves) there is ongoing collaboration in the development of an incubator project in the county. The SUC would like to continue to provide services to dislocated workers and other JTPA clients, but through funding other than a State grant whose requirements SUC found cumbersome and time consuming.

I. AREA PROFILE

Chautauqua County is located in the extreme southwest corner of New York State, and borders on Lake Erie. The County contains 1,000 square miles, with a population of 147,000 persons centered mainly in the area surrounding the cities of Jamestown and Dunkirk.

The area has had a relatively high ratio of manufacturing jobs, mostly in the durable goods sector - furniture and fabricated metals - which were particularly hard hit in the recession of the early '80s. The north County has a concentration of primary metal producers - specialty steel and related products - and suffered massive layoffs and permanent reductions in the work force employed by these producers. In 1983 the County had a civilian work force of 67,779 with approximately 7,320, 10.8 percent, unemployed.

In 1985, some recovery is occurring in various areas, such as aluminum extrusion, food processing, health services, chemical processing, and furniture manufacturing. Not all plants are sharing in this recovery, however. Welch, a food processing company, is retrenching as are steel related companies, but the area is experiencing few plant closures.

The major institutional participants in this project are the State University College (SUC) of New York at Fredonia through its Continuing Education Department and the Chautauqua County Private Industry Council (PIC). The PIC members are appointed by the County Executive from nominations by the local Chambers of Commerce and other sources. The Executive shares programmatic and administrative responsibility with the PIC Board. The Fredonia SUC works closely with Jamestown Community College (JCC), from which students can transfer to SUC to complete their bachelor degree. The transfer is used especially by students in the Business Administration curriculum.

The population intended to be addressed by this project were the dislocated workers who resided in the County and who were receiving unemployment insurance, a population of approximately 2500 persons.

II. HISTORICAL PERSPECTIVE

The FIPSE related activities were based on a grant of $19,000 from the State of New York, under its Title III JTPA Displaced Worker Program, to Fredonia SUC under the Occupational Retraining and Reemployment Act (ORRA). The grant was part of the third round of funding for displaced workers. There was one other displaced worker project in the county. Under New York's Emergency Employment Intervention Program (EEIP), $6.8 million was targetted to the 16 of New York's 64 counties having the longest and highest rate of unemployment.

$433,000 was allocated to Chautauqua County, which issued an RFP to all non-governmental agencies. The Industrial Development Agency (IDA) of Chautauqua County received a grant under which it was to provide classroom training and 65 OJT placements. The IDA wrote three subcontracts: the OJT activity was subcontracted to the PIC (a first); and classroom training and counseling to the Jamestown Labor Management Committee and the Upper County Labor Management Committee. The IDA program was the only other displaced worker program in the area and was to provide different training and placements than the SUC contract. After various amendments and extension, it ran from March, 1984 - June, 1985.

During the past several years, the State University College at Fredonia has been deeply committed to the concept of public service and has actively attempted to seek out and provide for the informational and training needs of unemployed members of its service communities. The establishment of a local Center for Business and Industry was first proposed and implemented on the Fredonia campus in 1974. Utilizing the Office of Continuing Education as a central coordinating point, the Center's primary objective was to provide a single office which could open the door to college resources and increase interaction between College faculty-administrators-students and area business and industrial personnel.

The Center initiated a number of specific programs and services of particular interest to those members of the community in need of re-training. These included:

1. Emergency Medical Technology certification program.
2. Pre-licensing courses for those interested in entry-level positions in the real estate and insurance professions.
3. A special series of three credit course experiences in remedial math, reading and basic study skills.
4. A number of hands-on computer awareness workshops.

5. The establishment of a specially designed adult advisement service and non-traditional educational advisement center.

Many participants in the above-mentioned courses and programs were referred by such agencies as Chautauqua Opportunities, Rural New York, the New York State Job Service, New York State Office of Vocational Rehabilitation and Displaced Homemakers.

At the beginning of the project, the PIC Board was composed of 12 representatives from the private sector, three from labor, two from community organizations, and one each representing postsecondary education (JCC), vocational education, IDA, Employment Service, a rehabilitation agency, and a social service agency. During the project, membership remained the same, except for two private sector representatives who left and one who joined the Board.

There is a new Executive Director since the Project began who also is an officer of the Industrial Development Agency (IDA). The Chair has remained the same person, a representative from the private sector, who belongs to the State Council of PIC Chairs, an autonomous organization.

A difference of opinion exists among PIC Board members as to the relative weight which should be given to economic development activities versus direct services to clients. At an April, 1985 meeting the feeling was expressed that the two approaches were not incompatible. Fredonia SUC, with the IDA, is investigating the feasibility of starting an incubator project in an empty building in Dunkirk. The State generally is having difficulty retaining present employers because of the lack of technical skills of employees. The PIC has developed an "Employer Training Needs Bulletin" which is a form on which to record the skill needs of a local employer. For example, one company contacted needed upgrading of its employees in metrology, blueprint reading, and statistical quality control skills in order to remain competitive. CAD/CAM is now being taught at Jamestown Community College, and the area is "breaking into

the high tech training market." JCC is also helping companies develop in-house training capability (e.g. TRW, Cummins Engine, Falconer Glass) and, in fact, is eliminating some need for the college's services. On the other hand, there is much adult illiteracy, and insufficient provision of remediation for those unable to successfully complete a GED.

III. PROJECT GOALS AND IMPLEMENTATION

The goal of the project was to provide skills training and job search assistance for 30 dislocated workers residing in Chautauqua County and to place half of these in private sector unsubsidized employment. The program was to be based on information from a University conducted survey of local employers to identify those skills in the areas of automation that were in demand. An intensive three part, three week training was designed to upgrade and enhance the knowledge and skills of participants in three areas: basic mathematics, use of microcomputers for business and industry, and communication skills (including job search skills). Participants were to be assessed and counseled to determine their individual job interests and aptitudes: to enable referral to appropriate on-the-job training, and to assist all 30 participants in job search. Three training sessions were scheduled for 10 persons in each.

The overall design was based on a high degree of coordination among the Job Service which was to recruit and certify 60 dislocated workers from whom 30 would be selected for training, and then to provide OJT for at least 15 of the participants completing training; SUC, which had the major responsibility for the actual training; and the PIC which had helped write the proposal and was to assist in pre-training assessment of participants.

Actual implementation of the project required revisions, both as to the time schedule and the service deliverers. Because of the difficulties in getting sufficient referrals of certified dislocated workers from the Fredonia or Jamestown offices of the Job Service, the SUC and PIC advertised in the local paper for participants, and requested the Job Service to certify participants on the SUC campus. Although the Job Service claimed that the dislocated workers it had interviewed wanted only immediate job placement and not counseling and training, the response to the newspaper ad resulted in more than enough applicants interested in participating in the SUC/PIC program.

The analysis of the employer survey revealed that, although some familiarity with computers was desirable, employers were more concerned with workers' attitudes, and the originally planned training was modified for the second and third training sessions. Some of those participants who were attracted to the program because of the promise of microcomputer training resented the amount of emphasis on value clarification and communication skills and did not engage in class discussions as much as they might; others seemed to enjoy having their minds expanded and, according to one participant interviewed, developed a sense of their own potential and greater confidence which enabled them to be more successful in later interviews with employers. Computers were used for math remediation and to identify interests and skills through the DISCOVER program, so that all participants did receive some "hands on" exposure to computers. The Job Developer for the PIC, however, found it difficult to identify openings in computer-driven jobs, except for clerical word processing positions. At least a bachelor level degree is required for most other computer related jobs, and companies in the area tended to retrain present staff. One participant who has a college degree said she benefitted greatly from the interaction with other students. Some had had extensive work experience and

education, and some had been blue collar workers who rarely read books, but who joined in discussions of THE THIRD WAVE and MEGATRENDS, which were used as references to the study of the impact of technology and science on jobs of the future.

The staffs of both the University and the PIC showed great flexibility in adapting to the unexpected difficulties encountered, as evidenced by the changes in the timing (but not cancellations) of the training sessions and of their content. The assessment tests used were also modified, when it was found that those instruments used for the first group to determine reading and math competency and interests did not seem appropriate to such a heterogeneous group - as to age, educational background, and work histories. Instruction in each of the three training sessions was varied according to the composition of the participants. The provision of OJT for half the participants also ran into difficulties due to less than perfect communication between the State contracting office, the Job Service and the PIC. The Job Service, which was to provide the OJT according to the contract, was not so informed. The money allotted was spent otherwise; and the PIC then undertook to develop the placements along with its efforts to develop OJT slots for those being served by the IDA contract.

IV. OUTCOMES

The fact that there was a FIPSE project in Fredonia seems to have been a positive catalyst for developing an ongoing relationship between the University and the Private Industry Council. Although Fredonia SUC had already applied to the state for funding for the activities of this project, the FIPSE grant was the catalyst for a closer working relationship with the PIC and energized the

SUC activities.

The President of the University and the former Executive Director of the PIC independently expressed their appreciation for being involved in this project, and there was enthusiastic support by staffs of both institutions. Immediately on being chosen as a demonstration site, the PIC informed the community through a local newspaper article. Other news releases on the project also led to the PIC Chairman, President of a local food processor, coming to Washington to testify 'on the hill' on possible revisions to JTPA regarding the 8% of state money set aside for activities linking JTPA to education. Through the project survey of 25-30 private businesses in the county conducted by a Professor of Finance at the University, contacts were made which could be the basis for the possible development of internship programs for faculty and students in the future.

The Project Director from the University thought the program was an excellent one, but both he and the fund raiser/proposal writer for the University were appalled by the paper work involved for a State contract of only $19,000. A State auditor came in April, 1985 requiring additional accountability. SUC would like to continue to provide similar services for JTPA clients, but would seek funding from other sources: private corporations and foundations. Their state contract was signed many months after the beginning of the program; and they feel they could provide the same services more efficiently and effectively with different support. The mission of the University is to provide service, and it feels it has unique resources to make available to the PIC for its clients.

An unexpected outcome as a direct result and spin-off from the University College's participation in this project and its first exposure to JTPA clients is the establishment of a microcomputer laboratory as a specialized teaching

laboratory. Participants of this FIPSE project are welcome to return to use the equipment, and additional displaced workers are now seeking to use the lab. Software is available in self-directed math remediation, computer awareness, and skills assessment through DISCOVER. DISCOVER has just been revised and includes, in addition to skills assessment matched to jobs and careers, information on the expected impact of technology over the next ten years on those jobs.

Also as a result of the relationships developed during the project among the State University College, the PIC, and the IDA, there is ongoing collaboration in the development of an incubator project in the county. The University has established a network with the Western New York Technology Development Center. The Center provides referrals for technical assistance to developing businesses from a data base of qualified faculty from universities in the area, including SUC. The SUC is also determining the needs of local employers for locally manufactured parts and equipment or services which might be provided by tenants of the incubator. Once the incubator is established, the PIC will be involved in recruiting and providing training for potential employees.

Franklin-Adams Employment and Training Consortium (Chambersburg, PA)/Shippensburg University, Wilson College and Monte Alto Campus of Pennsylvania State University.

Prior to this project, there had been little involvement of higher ed with the PIC. There is no representation from this sector on the PIC Board, nor had the higher educational institutions provided much training for JTPA or CETA clients, although they do provide occupation related training. An Industry Education Advisory Committee (IEAC), which included the Deans of Continuing Education from two of the colleges and the Director of the Institute for Service of the third, was to provide services necessary for the overall planning of JTPA job training programs, including labor market data collection and analysis, program design based on that analysis, and seminars on job-search skills and career and personal counseling. The IEAC met infrequently with little leadership at the beginning of the project and did not carry out its intended mission. However, the relationships developed among representatives on the IEAC from the PIC, higher ed, the Chambers of Commerce in Chambersburg and Shippensburg, and the Industrial Development Association of Adams County led to the development of an incubator project. Shippensburg University took the lead and is working with a local development corporation to develop an incubator in Shippensburg. At a minimum, as a result of this project, the PIC will continue to relate to Shippensburg University through the incubator project.

I. AREA PROFILE

The Franklin-Adams Employment and Training Consortium serves a two county rural area in south central Pennsylvania. Under CETA, Adams County was part of the Balance of State, but joined Franklin County under JTPA to form an SDA. The two county area has a total population of about 180,000.

In the second quarter of 1984, Adams County had an unemployment rate of 8.8 percent; and Franklin, 10.1 percent. There are an estimated 3200 dislocated workers in the area. Employment had been concentrated until about five years ago in metal working industries. Japanese competition was said to be the cause for the lay-off of about 50 percent of the workers in those industries. For example, Landis Tool, which manufactures grinding machines for automobile cam shafts, and Grove Manufacturing, which manufactures hydraulic cranes, cut back sharply as did Fairchild Industries. Letterkenny Army Depot provides a base for the area economy, employing about 5,000 civilians from the area and supporting

the growing fast food and motel industries. The State Department of Labor and Industry predicts that, from 1980 to 1990, the fastest growth in numbers of jobs will be in the health services area and in eating and drinking places. There has been little attempt made in the past to attract new industry; nor is the conservative power structure presently much interested in doing so.

Pennsylvania has an image of being union dominated. Some in the area feel that this perception must be changed in order to attract new employers, although the area itself is not heavily unionized and is known for good worker attitudes and low wage scales. Interviews with local employers showed that less than a high school degree is required by companies for most workers, who receive specific skill training on the job site.

Workers in the two counties are not mobile. According to the 1980 Census, 95 percent of the workers in each county work in the same county as their place of residence. The population is 98 percent white. The area is served by four colleges, one secondary vocational technical school, eleven secondary school districts, and an intermediate unit serving these districts. There is a high percentage of fundamentalist religionists, some groups of which have their own elementary schools.

II. HISTORICAL PERSPECTIVE

Prior to this project, there had been little involvement of postsecondary educational institutions with the PIC. The only educational representation on the PIC is from the vocational technical high school. Members of the PIC are selected by the County Commissioners; business representatives are nominated by the Chambers of Commerce. Planning is usually initiated by the Executive Director, submitted to the PIC Board, and if approved taken to the Commissioners

for their approval, which is generally granted.

Title III displaced worker funds in Pennsylvania are awarded on the basis of RFPs. At the beginning of the project, the two companies providing training for displaced workers had written their own proposals to the state for funding. The PIC Director claimed that it took too much time to write proposals; and there was too little administrative money to hire someone to do so. The training was conducted by the Motor Transit Association (MTA) in tractor trailer driving and by the Pennsylvania Building Association in carpentry. Workers were assessed through SAGE, the System for Assessment and Group Evaluation, were given dexterity tests and received training for GEDs and in employability skills.

The three colleges had not been involved in Title III training, but do provide some occupation related courses. Wilson College, a small private school, had been an all female school for many years. It conducts training in computer science and administration, mostly for employed workers whose tuition is covered 50-100 percent by their employers. Penn State provides courses in forestry and surveying technology. The latter is being discontinued due to lack of student interest, even though there are jobs available in this field. The jobs, however, are not in the immediate area and residents are reluctant to move to other areas to work. Shippensburg University had provided training in secretarial skills to JTPA Title II clients, almost all of whom were placed, but felt that it lost money in providing this service. Some of the participants, however, were placed at the University and are enrolled in tuition-free credit courses. The University feels it should not be responsible for placement. Another hindrance to its participation in JTPA programs is the double auditing requirement: both to the state higher education agency as a public institution and also to JTPA, each having different specifications. Shippensburg has an

Institute for Service and the Frehn Management Center which can provide technical assistance to small business.

The PIC and the Commissioners had decided not to fund long term training through JTPA, nor to help displaced workers to obtain AA degrees, although there was some interest by workers to go back to school. In 1985, the PIC is administering no Title III programs for dislocated workers.

III. PROJECT GOALS AND IMPLEMENTATION

The Franklin-Adams PIC proposed to tap the expertise of the postsecondary and other educational institutions in the counties by creating an Industry-Education Advisory Committee (IEAC). The IEAC was to provide services necessary for the overall planning of the JTPA job training plan. Specifically, the IEAC was to coordinate its collective resources to:

- establish a system of data collection and analysis for labor market surveys which would identify specific job categories for which training is needed; and would supplement data available from the State regarding growing industries.
- design programs based on the analyses. The concept of a "training center without walls" was to be explored for programs which no existing facility could provide.
- provide seminars and workshops in job-search skills and motivation, and career and personal counseling to dislocated workers living in the SDA.

The locally based labor market information was to enable better program planning in vocationally oriented educational programs at both the secondary and postsecondary levels, and training in skills needed in the local economy. The IEAC, composed of educational representatives from each of the colleges, the vocational technical school, the trade school, and the intermediate unit, and private sector representatives who were PIC Board members, was to meet monthly

during the initial period and at least quarterly thereafter. In fact, meetings were held less often until the planned activities were replaced with efforts to explore the feasibility of establishing an incubator project to host new manufacturing enterprises. Frequent meetings were held in early 1985 regarding this project, with the representative from Shippensburg University taking the lead. That University proposed to provide technical assistance in finance and management to incubator tenants. It is not clear what the involvement of the other two schools may be, if any. They are represented by Deans of Continuing Education who did not see the need for, or feasibility of, such a project.

The Ben Franklin Partnership of Pennsylvania provided money for the feasibility study which was conducted by faculty and staff of Shippensburg University. The FIPSE project was the catalyst which resulted in bringing together representatives from higher education, the PIC, the Chambers of Commerce in Chambersburg and in Shippensburg, the Industrial Development Association of Adams county, the State Industry/Education Coordinator, and a representative of the Ben Franklin Partnership to discuss this incubator project in March of 1985. As of that date it was too early to know the degree of interest by potential manufacturing firms since there had not been enough time for feedback from publicity efforts. To qualify for Ben Franklin assistance, no retail or service businesses are allowed space in the incubator except for certain manufacturing related services.

A major impediment to collaboration in this two county area is the parochialism of the communities. Even within Franklin County, there is little cooperation between the two cities of Chambersburg and Shippensburg in regard to financing activities in the other community, and there is a reluctance by workers to commute. It was suggested that perhaps two incubator centers should be established with coordinated technical assistance and marketing efforts.

Adams County is "over the mountain" and its IDA representative said he would explain the project to his colleagues, and that perhaps a third site might be in Gettysburg in that county. A decision was later made to go head by Shippensburg University in conjunction with a local economic development agency.

IV. OUTCOMES

An ongoing result of this project is the development of the incubator project in Shippensburg, and the possibility of other incubator projects being developed. The PIC will probably recruit and train potential employees for the incubators. There is a new Dean of Continuing Education at Penn State Monte Alto campus who may try to revive the IEAC. She has had previous experience in monitoring CETA programs in the area, and as a former Executive Director of the PIC under CETA. She acknowledges, however, the difficult political climate for involving higher ed with JTPA in a comprehensive way.

Genesee/Shiawassee Employment and Training, (Flint, Michigan)/University of Michigan-Flint, Mott Community College, Baker Community College, GMI Engineering and Management Institute

The initial focus of this project to provide direct services to dislocated workers (over 7,000 persons at the beginning of the project) was changed when about 6500 workers were recalled by their employers. The remaining high unemployment rate of about 12 percent led to a concentration instead on job creation activities for the "hard-core" structurally unemployed. A committee of the CEOs of the four higher ed institutions was established, with the PIC Executive Director serving as staff to the committee. Formal, monthly meetings were institutionalized which provided the first opportunity for members to discuss matters of general community concern in an organized fashion and to identify the appropriate role for each institution to avoid duplication of efforts.

Three areas of activities were identified for collaborative action, to be addressed in detail by one or more committees to be established at the Dean level. A Business Incubator Project is being implemented in a renovated building for which the educational institutions will provide business related services and the PIC will recruit and train employees. A Community Growth Alliance Project is to link the committee to the Flint-Genesee Corporation, a local non-profit economic development corporation, which has applied for state funding. A third area to be addressed was a study of the changing concept of work. Research is being conducted on job restructuring to test the feasibility of "multiple person jobs" - job sharing. The PIC has also computerized the skills required to perform the tasks of about 1600 jobs in the area to be used for the development of curriculum to teach the required competencies.

The institutionalization of the committee of CEOs will provide ongoing benefit from Flint's participation in this project.

I. AREA PROFILE

The counties of Genesee and Shiawassee comprise this service delivery area (SDA). They include an area of 180 square miles in the southeastern part of the lower peninsula of Michigan, with a 1980 population of 521,589.

Genesee County, with a 1980 population of 450,499, includes the SDA's major urban area, Flint. The City of Flint had a 1980 population of 159,611. The Flint metropolitan area is made up of the cities of Flint, Burton, nine other cities and twenty-three surrounding townships and villages. It is the economic and demographic heart of the entire SDA, containing the majority of the area's population and most of its industry. This metropolitan area is serviced by two

interstate highways, railways and an international airport.

Genesee County has a mixed developmental pattern, ranging from very rural settings in the county's fringe areas to intensively developed areas. Within the Flint SMSA's mixed development pattern are farmland, residential subdivisions, commercial shopping areas, and the massive plants of the General Motors (GM) Automotive Complex, which is the backbone of the area's economy. Another important influence in the community is the Mott Foundation.

The Michigan Employment Security Commission (MESC) reported that for 1980 manufacturing provided about 38 percent of the 186,800 jobs in the Flint SMSA. Government, retail trade and services each provided about 15 percent each. About 73 percent of the manufacturing jobs are in the transportation equipment industry, with metal trades serving the auto industry accounting for an additional 18 percent. These figures indicate the dependence of the area's economy on automobile manufacture. The unemployment rate in the area is about 12 percent.

Shiawassee County, located directly west of Genesee County, had a 1980 population of 71,140. It is predominantly rural with an economy which relies heavily on agriculture and the earnings of workers commuting to Flint and Lansing. In addition, the county contains several industrial plants with linkages within the labor market area, which form an important part of the economy.

II. HISTORICAL PERSPECTIVE

Prior to this project, there had been little interaction among the participating four colleges and universities. Although they had met from time to time to discuss issues such as libraries, which are internal to educational

organizations, this collaboration on community issues was the first structured effort to address matters of general community concern. The President of Mott Community College serves as Vice Chairman of the PIC, providing a linkage between the two sectors. The PIC had had bilateral linkages to three of the institutions: Mott Community College and the University of Michigan/Flint had enrolled JTPA clients in classes, and Baker Business College had provided class sized training. The General Motors Institute, the fourth educational institution, was a wholly owned subsidiary of General Motors, but is now an autonomous private institution offering a BS and MS degree to students from the U.S. and Canada participating in cooperative education programs sponsored by their employers.

The PIC is composed of 27 members, including 15 from the private sector, four from education - three from elementary and secondary schools, and the President of Mott Community College, and four from labor.

At the time the proposal for participation in this project was written, there were about 7000 dislocated workers in the SDA and the target population for activities was dislocated workers. Automotive factories began to recall workers, however, and that population was reduced to less than 500.

III. GOALS AND IMPLEMENTATION

The original goals included: 1) a collaborative effort of the PIC and the four educational institutions for: cooperation and coordination with the United Automobile Workers and General Motors in the administration and use of funds available in their recently negotiated labor/management contract for the training and retraining of laid off/displaced workers; 2) job market information and determination of skills needed, particularly to identify emerging

occupations; 3) job creation through providing technical assistance and technology transfer to small and new businesses; and 4) inventorying and brokering of the resources/expertise of the educational institutions relevant to the activities of the PIC in the SDA.

A committee of the Chief Executive Officers (CEOs) of the four higher education institutions was established, with the Executive Director of the PIC serving as staff to the committee. The role of the PIC was that of catalyst/convenor for structured monthly meetings. Shortly after the project began, the recall of most of the dislocated automobile workers but a remaining unemployment rate of about 12 percent caused the committee to reconsider the original target group to be served and to focus activities instead on job creation. The decision to concentrate on job creation activities did not rule out efforts in other areas, but the emphasis was clear. Independent of the PIC/Higher Education CEO committee, in the Spring of 1984, the PIC, Mott Community College, and the Flint Area Chamber of Commerce had sponsored an Employment Opportunity Survey of over 440 area employers. The major finding was that low skill/low pay entry level jobs account for the "vast majority" of job growth anticipated in the Flint job market in the next few years. The CEOs took this to support their decision to concentrate collaborative energies on job creation activities. Also reinforcing the choice of job creation as a project focus was the fact that each higher education institution clearly had something to offer. For example, Mott Community College has been developing a Small Business Assistance Center; GMI-EMI has received funds from the Mott Foundation to establish a Business and Industry Development Center (BID) providing engineering, manufacturing, management, marketing, and business support services to new and developing enterprises; the University of Michigan/Flint has a growing business program and was seeking more opportunities for community-based

research and practicuums; and Baker Business College is a fast growing private institution with two and four year business programs.

The committee chose three project for implementation, with the details to be worked out by one or more committees to be established at the Dean level. A Business Incubation Project was to offer assistance to Jobs Creation Limited, Inc., a British firm developing a small business incubator site in Flint with initial financial support from the Flint-based Mott Foundation.

A Community Growth Alliance Project was to work with the Flint-Genesee Corporation (FGC), a local non-profit economic development corporation, once the FGC had received State of Michigan designation and seed funding. The higher education institutions have endorsed the Alliance proposal, the aim of which is to support small business marketing, contract procurement, and related business development. The third project, the Changing Concept of Work Project, would sponsor a variety of research and assistance projects promoting new work patterns and innovative use of human resources by employers and unions.

The incubation project has moved to the operational stage. Informal agreements are in place with the JTPA system and institutions of higher education to provide services. It was perceived that the JTPA system could bring funding, training and workers to the project, while the higher education side could provide business related services. The PIC has also established an Ad Hoc Committee on job creation. The task of the committee is to explore how to utilize the PIC's employment generating dollars, which it has put aside. The committee has established two priorities:

- o packaging incentives and training to encourage business to hire disadvantaged people; and
- o building a job creation fund - a pot of money for projects to broker T.A. to small businesses

V. OUTCOMES

While several stated project goals were not met; e.g. skills training for dislocated workers, the major goal of collaboration was enhanced through the job creation strategy. In the area of research, each side has expressed a desire for more collaborative efforts. While both the PIC and the higher education institutions offer something in the areas of LMI, labor force identification and occupational skill needs, each seems to be developing these areas separately.

The committee of Chief Executive Officers of the area's higher education institutions: Mott Community College, Baker Community College, University of Michigan/Flint, and General Motors Institute has survived changes in CEO's in two institutions - University of Michigan/Flint and Mott Community College. The CEOs feel that the establishment of the formal, monthly meetings has been the greatest benefit of this project. Through the course of those meetings they have begun to share information about their institutions that goes beyond the scope of this project. All the CEOs interviewed felt that the meetings had become "institutionalized" and would continue after the project's end, although probably not on a monthly basis.

Through this mechanism the four institutions have:

- identified various economic development interests;
- learned about each others institutions;
- better defined the role of each institution; and
- avoided duplicating efforts

The PIC, also, has benefitted from the project through the greater access to the resources of the four higher educational institutions now available and their commitment to work for improving the economic climate of the SDA.

Northwest Pennsylvania Training Partnership Consortium (NPTPC) (Franklin, PA)/Alliance College, Thiel College, and the Shenango Valley Campus of Pennsylvania State University

Existing bilateral relationships between the PIC and individual postsecondary educational institutions in the seven county area in the SDA served by this Consortium were expanded through this project. The three colleges participating in this project now inter-relate with each other, and a new "Educational Advisory Committee" to the PIC has been established which includes the three colleges plus intermediate school units, school districts, vocational technical schools, the Higher Education Council of Warren and Forest Counties, and the Pennsylvania Department of Education.

The NPTPC and the three colleges have developed a shared attitude that persons will be more productive workers if they have a broad educational base as well as training in a specific skill. As a result these colleges and others in the area have provided training for JTPA participants on their campuses, integrated some individuals into the traditional classroom, housed some in college dormitories, and encouraged JTPA students to work toward AA and higher degrees.

The initial goals of the project have been more than met: to provide basic skills as well as technical training; to consider schedule revisions - e.g. a computer course was shortened and made more intensive; to support an Associate of Arts degree in business management, to "prime the pump" so that persons starting as JTPA trainees in an educational program eventually are able to continue their education and training on their own; and to develop needed skills centers.

An unexpected outcome of the project has been the awarding of a FIPSE grant to Thiel College to develop a Mercer County Economic Resource Development Center. Under the grant, the College would also establish a comprehensive faculty development program which would lead to innovative curriculum development to meet the needs of displaced workers and other non-traditional learners.

I. AREA PROFILE

The Northwest Pennsylvania Training Partnership Consortium (SDA #2) consists of seven rural counties: Clarion, Crawford, Forest, Lawrence, Mercer, Venango, and Warren. Total area is 4648 square miles, with a population in 1980 of about 485,000, 97 percent of whom are white. The largest city is New Castle in Lawrence County, with 33,600 persons.

The area has suffered from massive layoffs and plant closings. In 1980, 14.7 percent of the total labor force was unemployed; 43.9 percent of the

minority labor force was without work; and by 1983 there were an estimated 14,400 dislocated workers. The Office of Employment Security calculated that between December, 1980 and December, 1982 11,800 jobs were lost in manufacturing and 3,400 jobs in nonmanufacturing occupations.

Economic vitality varies throughout the area. In some small communities, the major employers have discouraged diversification and encouragement of new industry fearing that competition for workers would raise wage rates. Job openings remain unfilled in Warren County and in Titusville in Crawford County, but in Mercer County plants such as Westinghouse Electric which manufactured generators have closed, and Sharon Steel are retrenching. The economy is still heavily related to the steel industry, with four of the seven tube mills in the nation located in Mercer County. However, two in Wheatland were almost destroyed by the May 1985 tornadoes that devastated much of the seven-county SDA. Meadville has many small tool and die plants, and is the site of an "industrial incubator" established with EDA funds which houses several new small machine shops. While several partnerships have forged the incubator project, there is as yet little postsecondary educational institution involvement in this incubator. Additional industrial and commercial incubators are being developed throughout the SDA. The area tried very hard to attract the GM Saturn plant.

Educational institutions in the area include one university, three branch campuses of universities, four colleges, two trade schools, no community colleges, two schools of business, six area vocational technical schools, plus three adult skills centers operated by the NPTPC. The primary participants in this project are the NPTPC and its skills centers, Alliance College, Thiel College, and Shenango Valley Campus of Pennsylvania State University.

> Alliance College was founded by the Polish National Alliance of the United States of North America and is an academic center for the study of Polish and Slavic culture. It offers a bachelor degree in liberal arts and technical associate degrees.

Thiel College is designated as the college of the Western Pennsylvania-West Virginia Synod of the Lutheran Church in America. It offers a bachelor degree in liberal arts and an Associate of Arts degree. In 1970 it established a Center for Lifelong Learning to meet the needs of adult learners; and in 1983, the Thiel Enterprise Institute to encourage entrepreneurship.

The Shenango Valley Campus of Pennsylvania State University (PSU) is one of seventeen extension campuses and offers several associate degrees. It serves as a satellite from which students can transfer to other four year PSU campuses to complete their degree programs.

The NPTPC and the three colleges share the attitude that persons will be more productive employees if they have a broad educational base as well as training in a specific skill. As a result, these colleges and other postsecondary institutions in the area have provided training for JTPA participants on their campuses, have integrated some into the traditional classroom and have provided encouragement for JTPA students to work toward AA and higher degrees.

The specific target JTPA client for this project was the dislocated worker.

II. HISTORICAL PERSPECTIVE

The NPTPC has a Private Industry Council, PIC, of 21 members, three from each of the seven counties, and a Regional Governing Board of one County Commissioner per county in the SDA. The PIC consists of eleven representatives of the private sector; two from education - the Personnel Director of Clarion College who heads the Youth Committee, and the Assistant Superintendent of the Titusville Area School District; one from labor (United Steelworkers of America), three from community organizations, two from economic development agencies, and one each from the Job Service and a rehabilitation agency.

Both Boards must concur on programmatic matters. If they cannot agree after two meetings, the matter goes to arbitration. The Governing Board has the

final say on administrative matters, such as salaries, staff, and office location.

During FY 1985 it was discovered that the NPTPC significantly overcommitted its JTPA budget. The Employment and Training Administrator of the Consortium resigned in February, 1985. In December 1984 activities were curtailed and no new clients were enrolled, but every effort was made to see that current participants were able to complete their training programs. The remaining staff and PIC Board members have provided stability for the ongoing activities. According to one PIC Director, "the staff is very dedicated". An Acting Administrator has been appointed who tends to be much more conservative than his predecessor. He does not feel that JTPA funds were designed for associate or bachelor degree programs, and stated that technical assistance personnel from the State Bureau indicated that training programs should not extend beyond one year.

For the new fiscal year, NPTPC released an RFP to education and training institutions to provide classroom size training for the following list of occupations to start in or after August, 1985.

TRAINING RECOMMENDATIONS

Office Occupations
- Secretarial

Medical Field
- Registered Nurses
- Licensed Practical Nurses
- Physical Therapy
- Radiology, X-ray Technican
- Respiratory Therapy
- Dental Technology

Professional and Technical
- Paralegals
- Accounting
- Management

Maintenance Occupations
- Industrial Building Maintenance

Upgrading Only
- CAD
- Welding

Machining Field
- General Machine
- Tool and Die
- CNC
- Repair

Advanced Technologies
- Robotics
- Microprocessing

Repair Occupations
- Business Machines
- Office Machines
- Data Processing Machines
- Industrial Equipment

Among the ten classes approved, two were awarded to colleges participating in this project: a Respiratory Care Technician program at Thiel College, and classes leading to an Associate Degree in Business Management/Accounting at the Shenango Valley Campus of Penn State University. Alliance College did not apply. Thirty seven proposals were received from 20 institutions to provide training primarily in computer assisted design (CAD), accounting, and medical secretary skills.

Educational providers wishing to provide training in skills not listed had to submit justifying data on the labor supply and demand for the skill. Previously, some persons had been provided JTPA subsidized training as individual members of regular college courses. The recently elected Chair of the Governing Board who is from Clarion County has indicated that he favors the continuation of individual placements rather than limiting college involvement to only classroom size training specifically for JTPA clients.

The Governing Board appointed a Task Force to evaluate NPTPC's operation of the three adult skills centers which were created by NPTPC because of the lack of available training at existing educational institutions. Several colleges and voc tech schools subsequently developed some related courses, and the Task Force has decided to close one of the skills centers. Arrangements could be made to allow other providers of skills training to borrow equipment from the Centers which will become "lending libraries", in return for the other providers training JTPA clients at lower cost. As noted above, there are no community colleges in the area.

State Funding

Title III dislocated worker funds are allotted in the state of Pennsylvania through an RFP process on a competitive basis. Prior to July, 1984, criteria for funding included: ability to generate at least the required matching funds; level of need of targeted dislocated workers; administrative capability of proposer; feasibility of proposed service delivery system; level of training involvement by local unions and local private sector employers; certification of demand for occupations for which training is proposed; non-duplication of services; and compliance with the Job Training Partnership Act.

Grants for proposals submitted in response to the first RFP were announced by Governor Richard Thornburg in September, 1983; awards were made to six of the 27 Service Delivery Areas, including a $335,283 grant to the Northwest Pennsylvania Training Partnership Consortium, Inc. for "Career Network: Phase I." Services which would be provided by the Career Network included testing, counseling, job search assistance, classroom training, on-the-job training, remedial education, and relocation assistance. Testing and counseling for dislocated workers were provided in part under this program by Thiel College and the Shenengo Valley Campus of Penn State University. The Consortium was not awarded Phase II Career Network funds. Since July of 1984 awards have been made by the State only in instances of plant or department closures and if the employer puts up matching funds. A PIC request with the Westinghouse Electric Corporation which closed its transformer plant in Mercer County was originally denied due to the financial problems of the NPTPC, but a second request has been approved by the State for two programs with Westinghouse and a third with Universal Rundle Corporation in New Castle for implementation later in 1985.

The only Title III money available to NPTPC in Spring, 1985 was being used under contract to counsel and train former employees of GATX Corporation, a

manufacturer of railroad tank cars in Ohio, who are residents of Pennsylvania. Penn State's Shenengo Valley Campus provided GATX workers with career counseling and occupational training. Some workers were also enrolled in robotics, CAD and CNC courses at the Cambridge Springs Skills Center. NPTPC has also funded training at a number of other colleges and technical institutes for both Title III and Title II-A eligible persons; e.g., 15 students received business management/accounting training at the Business School of Clarion University. The Consortium also provided funding for a Higher Education Council for Warren and Forest counties which do not have any postsecondary educational institutions except for a voc tech school. The Council has arranged with about ten universities to provide individual courses in a 'school-without-walls'.

Other non-JTPA programs coordinated by NPTPC for economically disadvantaged area residents include:

- weatherization of owned and rented residences of low income persons, funded in part by the Department of Energy;
- rehabilitation of an incubator building, supported by EDA funds;
- training and placement of older workers through the JTPA 3 percent set-a-side administered by the Pennsylvania Department of Aging and the Pennsylvania Department of Labor and Industry. NPTPC administers local programs for four of the six Area Agencies on Aging in the SDA.

III. PROJECT GOALS AND IMPLEMENTATION

The initial goals of the NPTPC for this project were to identify the reasons for the reluctance of dislocated workers to enter even subsidized training programs conducted by higher education institutions, and to "implement several alternative solutions to increase the participation of adults and dislocated workers in training programs."

The first meeting of all participating institutions was held on May 10, 1984 at the Career Assessment Center of NPTPC in Greenville, PA attended by the

Presidents of Alliance and Thiel Colleges, the Campus Executive Officer of Shenango Valley Campus, Pennsylvania State University, and the Employment and Training Administrator and Planning Director of the NPTPC.

The brain storming session regarding possible activities resulted in the identification of several common "threads": counseling; group support; basic skills, not "just technical training"; seeing how policy could be changed; consideration of schedule revisions; "work study" models; identifying financial resources to accomplish these ideas; a basic skills center; Associate of Arts degree in business management; and generally "priming the pump" so that trainees begin an educational program and eventually continue the training on their own.

Possible activities were again discussed at a meeting on May 30, 1984. Greater integration of JTPA students with regular students was again emphasized, and a desire to develop articulation between skill center programs and regular campus programs to provide ladders and access to higher degrees; and a desire of the higher ed institutions to go beyond the technical training that is the mainstay of JTPA programs. Apparent at this meeting (to observer NIWL staff) was the essential feature for enlarged collaborative action - communication between the educational institutions and the JTPA administrators leading to the development of mutual trust. There seemed to be a genuine desire on both sides to develop constructive approaches.

Some unique factors in the area have created a climate conducive to collaboration. The JTPA program had opted for a flexible approach, establishing its own skills centers but also using available facilities, including the payment of tuition for individual students at regular education institutions. It had also opted for longer training to meet real skill needs of employers, and therefore was accustomed to a relatively high unit cost. These factors were conducive to the use of higher education facilities.

The educational institutions also were willing to be flexible: in scheduling, by using skills centers for their regular students, in housing JTPA participants on campus, and in other ways. Each institution felt its mission included community service. Each had had positive experiences with NPTPC trainees. Alliance College had used one of the skills centers as a laboratory for its students; Penn State had conducted class-size training in Computer Science and Electrical Engineering Technology for NPTPC; and Thiel had established with JTPA funds a highly successful Respiratory Therapy Technician program, and planned eventually to offer Physical Therapy Training.

The goals of the project included educational institutional change such as: industry specific curricula; support services such as aptitude testing and career counseling; advanced placement methods; academic credit for life experiences; more active employer advisory groups; use of non-traditional facilities such as businesses in addition to classroom training; and flexible training schedules. JTPA-eligible dislocated workers and other participants would have increased access to occupational classroom training and related services appropriate for their current skill levels, designed to develop demanded skills, and situated closer to their home residences; NPTPC and its Private Industry Council would achieve more certain participant placements more rapidly and at lower costs from training designed with employer input and conducted in the most compact curriculum possible; total enrollments at postsecondary institutions would increase and all students at these facilities would be exposed to fellow students with more diverse backgrounds.

Additional goals were for private sector employers to have an increased supply of potential workers trained in the skills that the local business community demands; the community at large to have greater access to more varied training at the participating schools; and governmental assistance to the

formerly unemployed dislocated workers to decrease while, as newly employed persons, they would contribute to the local tax base.

IV. OUTCOMES

A significant unexpected outcome of this project was the naming, in August of 1985, of a new PIC standing committee, the "Educational Advisory Committee", which "will be breaking new ground", according to a memo from the Planning Director of the NPTPC. The committee includes representatives from each of the three postsecondary educational institutions participating in this project, plus representation from intermediate units, school districts, vocational technical schools, the Higher Education Council of Warren and Forest counties, and the Pennsylvania Department of Education. Possible early topics to be considered by the committee include making fuller utilization of existing resources before using JTPA funds, improving NPTPC procedures for accessing school records of JTPA clients, and encouraging the use of labor market information available from NPTPC by the schools for institutional planning.

Another outcome not specified in the goals has been the ongoing networking among the three college presidents, who had not met as a group prior to the project but had related to the NPTPC on a bilateral basis. In addition, the project may result in further collaboration among the three colleges with the Mercer County Vocational Technical School to establish a Community College using the resources of these institutions. None of the seven counties in the SDA is willing to fund a community college individually, and the lack of adequate skills training facilities in the SDA which could be provided through such an entity has been recognized.

Whether all of the goals detailed in the previous section were achieved cannot be specifically measured, but most have been attained to a degree, as exemplified by the activities of each of the three participating educational institutions (discussed below) and the attitudes of their three Presidents. All three Presidents, despite the publicity about the lack of proper financial control by the NPTPC, expressed trust in the Consortium staff and praised their professionalism and dedication to JTPA participants. They were especially impressed with the academic performance of JTPA-supported students in campus programs where they collectively excelled the traditional students when appropriate initial remediation was provided. Supported students have made the Dean's list at a number of institutions.

Alliance College

Alliance College successfully integrated dislocated workers receiving training at the Cambridge Springs Skills Center with the Alliance students using the Center for robotics training. Several JTPA students were housed at the college, ate in the school cafeteria, and had access to faculty. The President felt that technical education throughout Northwest Pennsylvania was insufficient and should be enlarged, and that the NPTPC-provided training was too narrow in scope. He would have liked the College to run the Skills Center, some of whose services he used and which were being provided by another subcontractor and considered to be too expensive. The College has purchased some equipment and, in addition to providing specific skills training, would like to provide counseling and placement for JTPA clients and allow them to participate in all student activities on campus. The President was eager to continue collaborative activities with NPTPC, but has since resigned to become the Executive Officer of the McKeesport campus of Penn State University in the fall of 1985. His successor will represent the college on the Educational Advisory Committee.

Alliance has asked NPTPC to consider leasing/selling the Cambridge Springs Skills Center to the College.

Thiel College

Although Thiel had been funded prior to the project to provide JTPA students with training in Respiratory Care, its President stated that involvement in the FIPSE project provided a sense of support which enabled the College to expand its horizons. For example, as a direct result of this involvement, the College itself applied for and was awarded a FIPSE grant to develop an Economic Resource Center, and will become a member of the Education and the Economy Alliance of FIPSE projects.

The JTPA Respiratory Care students were the first class of predominately adult students on campus. All JTPA sponsored graduates of four one-year classes are now working in the field. The College has begun to develop strategies to expand the training into a two-year AA degree program, and has been refunded by the PIC to continue the Respiratory Care technician program.

The College has also received a Kellogg grant of $75,000 to develop an Adult Counseling Center which will provide outreach to adults, including dislocated workers and other non-traditional students, for screening, counseling and placement in existing BA programs. In addition, it has been funded by five local businesses to conduct a survey of area families to determine existing labor skills, purchasing power and products in demand. The results will be used for small business development. Forty business school students have already been assisted in establishing a diversity of small enterprises.

Thiel has applied for State funds to develop a Computer Assisted Design (CAD) curriculum and, if funded, intends to outstation terminals in area "incubators". The College has a "universal charter" which enables it to expand at will to provide K-12 grade instruction or additional graduate programs. Its

administrative officers, the President and two Vice Presidents are dedicated to provide community service and enlarge their activities, and each took time to discuss their activities with NIWL staff during a site visit. The College would like to continue collaboration with the NPTPC.

Shenango Valley Campus of the University of Pennsylvania (Penn State)

Penn State had begun to train JTPA students in accelerated courses in computer science and in electrical engineering technology prior to this project. The students, who had been carefully screened for competency, and who received tutorial services when necessary, performed exceedingly well in classes, some making the Dean's list. As a result of this involvement, the school has become more aware of the value of a tutorial program. In December, 1984, eleven of the fourteen JTPA Title II-A funded students who began the computer science course completed the two-year training and received an AA degree. Most were dislocated workers, former blue collar employees in plants which had closed, were on average over 30 years of age, and were reluctant to relocate. Six are now employed, four in computer related jobs earning an average of $7.00 an hour. The Shenango Campus under contract with the NPTPC is also providing career services for 84 dislocated workers, formerly employed by the General American Transportation Corporation.

The College had initially proposed to develop labor market information for the SDA, including some areas of Ohio, but currently does not see the need because of the improvement in the data being provided by the Job Service. It does still feel the need, however, for better identification of emerging occupations.

An unintended and unexpected outcome of the Shenango Valley collaboration with the Consortium is the present involvement by other JTPA Service Delivery Areas with four additional Penn State satellite campuses and the main campus in

University Park, PA. In 1984 the Executive Officer of the Shenango Campus, together with the former Administrator of the Consortium, made a presentation at State College, PA urging his 17 counterparts on other campuses to become involved.

The Private Industry Council of Columbus and Franklin County, Inc. (Columbus, OH)/National Center for Research in Vocational Education, at Ohio State University

During the project the PIC and the National Center for Research in Vocational Education began to work together for the first time. The PIC now uses the research capability of the National Center and, in turn, provides the National Center with its expertise as a practitioner in the employment and training field. In addition, the Columbus/Franklin County PIC has just been awarded its first Title III money from the state of Ohio to serve workers displaced from the shoe industry. Activities will be carried out by the National Center and a local technical college.

The original goal of analyzing data on workers, occupations and industries experiencing displacement and developing a comprehensive community program to address dislocation was changed when the data base expected to be used did not contain the information necessary for such analysis.

I. AREA PROFILE

The County of Franklin and its principal city, Columbus, comprise the Service Delivery Area (SDA). The county is approximately 552 square miles in central Ohio. The SDA's population in 1983 was estimated at 869,132. Through 1980, it was the eighteenth fastest growing county in the United States. At the time of the application, the labor force stood at 474,000 and unemployment at 8.4 percent (State calculations). Dislocated workers in the area were estimated to number 8,700.

Columbus has grown while many Midwestern cities have fallen upon hard times because its economic base is diverse and includes a number of employers that are not sensitive to economic cycles. Primary employers include state and local government, postsecondary education, and banking and insurance. Its industrial sector is smaller as a percentage of the labor market than is typically the case among Ohio cities. Thus, while unemployment has remained unusually high for Columbus since the last recession, the City has experienced few of the mass layoffs and plant closings common to other major urban centers in the Midwest or to the other sites in the NAPIC/NIWL project.

II. HISTORICAL PERSPECTIVE

At the time of the application, the Columbus PIC was one of two SDAs having a population in excess of 500,000 that served as both the grant recipient and administrative entity for JTPA funds. This meant that at the beginning of the demonstration the city was transferring its administrative staff from the CETA period to a nonprofit corporation under an arrangement which had not been tested and which posed some financial and political risk to both City and County elected officials. The elected officials seemed to agree to this structure because JTPA did not offer the tangible benefits of public service employment that CETA had offered; the chief administrators of the CETA program, who were trusted by these officials, were to administer the new program; and the PIC Chairman was a dynamic and persuasive proponent of the new structure. The new structure required a great deal of institution building and put a great deal of pressure on the staff for accountability to both the PIC and the city fathers at the time the NAPIC/NIWL project was being implemented.

Neither the CETA office nor the PIC had worked with any of the four year institutions of higher education in the community. Staff of the pIC said that they were intrigued by the request for proposal precisely because they felt that the Ohio State University was a major community resource that they had never considered using. Ohio State had a campus population of 53,000 and an annual budget of $712 million, as the PIC pointed out in its application.

Columbus is a major center for higher educational and research firms that benefit from proximity to educational centers. In addition to Ohio State, the city contains seven (7) other institutions of higher learning and is the corporate headquarters of Battelle Memorial Institute, Chemical Abstracts, and several other major research institutions.

Columbus had contracted for CETA services with the local community college and with two proprietary vocational schools, but had not worked with any other of the institutions of higher learning. This project called for collaboration with the Ohio State University alone.

The PIC included 21 members at the beginning of the project. Twelve were from the private sector, two from postsecondary education, and one from secondary education. No member was from Ohio State. However, the Presidents of Franklin University and Ohio Dominican College were members of the PIC.

III. GOALS AND IMPLEMENTATION

After the Columbus PIC/Ohio State University collaborative project was accepted as a demonstration site, the Columbus PIC contacted NAPIC to see whether it could remain in the project if the Department of Public Administration of the University was replaced by the National Center for Research and Vocational Education. The PIC Director explained that the Public Administration staff were concerned that they would be unable to commit sufficient time to the project. On the other hand, the National Center had expressed a great deal of interest in the program.

The National Center for Research in Vocational Education was created by the U.S. Congress to further the quality of secondary and postsecondary vocational education. The National Center's funding is a combination of Federal, State and private sector resources and fees generated through publications, training and technical assistance contracts. The organization had worked with CETA, and was now concerned with JTPA issues as part of its mission.

The change in collaboration was accepted by project staff, but the project lost its only major academic university for purposes of the demonstration.

However, it gained another Ohio State organization that was knowledgeable in JTPA and interested in working with the Columbus PIC and the general JTPA system after this project ended.

The objectives of the project were not changed when the National Center became the collaborating partner in the project. The first objective was to analyze available employment and unemployment data to determine three features of displaced workers:

1. Worker characteristics (educational/demographic profile);
2. Occupational characteristics (by D.O.T. Code); and
3. Industry characteristics (by industry group).

PIC staff anticipated that this analysis would be of use in projecting high-risk skills or skill sectors within industries. They further felt that the analysis would assist the PIC in (1) determining the appropriateness and effectiveness of using JTPA Title II-A programs for dislocated workers; and (2) developing approaches for dislocated workers with three percent Older Workers' funds under JTPA.

As part of the project, the collaborating agencies also sought to develop an inventory of agencies, institutions and organizations that might have information on the issue, a concern or interest in the problem of dislocation, and/or the capacity to provide service to the eligible population. This inventory was to be developed through a series of informational seminars hosted by the co-sponsors and targeted to a variety of educational and governmental institutions, business organizations, and not-for-profit agencies.

It was hoped that this effort might spur a comprehensive approach to address major plant closings within the labor market. As the application said in closing: "It is felt that with the private sector input available and the nationally recognized expertise possessed by the Ohio State University that this

joint effort will result in the initiation of a comprehensive community program that fully addresses the issue of industrial and worker dislocation." At the same time, it is fair to note that the proposal did not envision that such a community planning effort would occur fully during this two-year demonstration project.

As the project began, the PIC Director determined that staff of the two agencies needed to get to know each other and to learn about the work that each agency performed. However, staff learned that finding a suitable time was virtually impossible. While this was true for both agencies, it is particularly the case for the National Center since staff worked under billable contracts much as a consulting or legal firm. In the absence of a financial contract, people usually could not meet easily during the work day. Therefore, a program of "brown bag" discussion lunches was inaugurated in the spring of 1984. Under this plan, staff were to deliver presentations on their work followed by general discussion. Initially, the idea seemed to work; however, after several meetings no further meetings were able to be held. Those who attended the lunches described them as informative and enjoyable. The setting of lunch dates fell to project leaders of the two sites who had a difficult time coming up with acceptable dates. Their inability to find a mutually agreeable time meant that no meeting was scheduled. In addition, the two agencies were some distance apart, meaning that one group used a significant portion of its lunch period in transit. Finally, the spring of 1984 was very busy for the PIC because the first two-year plan had to be submitted to the State at the time. While the idea had merit, the project directors were unable to overcome the problems outlined above.

The Columbus project encountered a more serious problem during the early stages of implementation. Upon investigating the data files at the Ohio Bureau

of Employment Security, staff discovered that the necessary information on which to base the analysis in their proposal simply did not exist. Therefore, at the time of the first site visit, the project was considering new goals for the project.

The project was still judged useful at the point of this discovery. All those interviewed felt that the new lines of communication opened through the demonstration were extremely important benefits in spite of the obstacles on specific goals. The Associate Director at the National Center, in whose division the project resided, had been appointed to the PIC advisory committee, which, while not a legal or formal part of the PIC, nonetheless was the principal source of community input into the annual JTPA plan. The PIC endorsed the majority of the planning work performed by the committee. The Associate Director of the National Center noted that this institutional link between the PIc and the National Center might never have occurred in the absence of the NAPIC/NIWL demonstration. The PIC director also was pleased to have the input of the National Center on the PIC and indicated that she was involved in various projects of the National Center in an advisory capacity. This was not the case previously.

The primary benefit of the project over the remaining 15 months was the cooperation and coordination between the PIc and the National Center. The National Center has a wealth of professional expertise and information on effective assessment, education, and job placement for youth and adults. The PIC was able to tap this expertise most notably in considering the implementation of employment competencies for its youth programs. Since the development of such systems is a relatively expensive activity for PICs, one can assume a cost saving to the PIC through this collaboration. For its part, the National Center stated that it benefited from the collaboration through gaining

a better understanding of the needs of PICs and service delivery areas and through the opportunity to test some of its products before marketing them to other areas. The PIC planner at the time of the demonstration stated that the areas where the two staffs now shared information or otherwise assisted each other were too numerous for him to document or even be aware of in every case.

While sharing expertise and resources became the major goal of the project, more tangible ones were developed as well. For example, the agencies agreed to cooperate (or engage in joint planning) in an effort to obtain a JTPA Title III (dislocated worker) grant from the state for the Columbus/Franklin County Service Delivery Area to serve their displaced workers. Late in 1984 a local shoe manufacturer announced that it would be closing and would like to work with its employees as they sought other employment. The Columbus/Franklin PIC had not received such funding in the past because the area was not deemed to have a significant level of displacement, at least in comparison to other localities in the state. Working with the local technical college, the PIC and the National Center developed a successful application to the state. The National Center became responsible for developing the worker assessment portion of the program and for overall project evaluation. The technical college is providing vocational training as appropriate.

As the NAPIC/NIWL demonstration came to a close, it was too early to judge the success of the program. Such an assessment was beyond the scope of this project. However, it does appear that the collaboration is progressing smoothly.

IV. OUTCOMES

The initial goals of the project were not attained, largely for reasons beyond the control of the project staff (i.e., the lack of the data base on which they were premised). When this portion of the project proved unfeasible, the long-term goal of encouraging a comprehensive community planning strategy for worker displacement and plant closings appears to have been forgotten. Two factors appear to have been at work in this regard. First, the PIC faced an enormous task in implementing the planning and administrative structures mandated by JTPA. Devoting major resources to an issue that was not perceived as a high priority for Columbus at the time was not practical. From the National Center's point of view, it also is not clear that pursuing this goal would have assisted it in achieving the National Center's goals. Second, agencies that exist on "soft" money tends to expend their primary energy in areas where financial resources are available or likely to be available. Since Columbus received no ongoing share of Ohio's Title III resource, issues related to this problem assumed somewhat less importance.

Nonetheless, as pointed out above, the project experienced some notable successes. The two agencies have developed a collaborative approach that serves the differing missions of each institution. The National Center, as a unique research and development institution, benefits from interaction with a PIC that shares many features with other PICs in the nation. This interaction allows it to develop a practical understanding of the needs and day-to-day realities of one portion of the nation's employment and training system which it seeks to serve. The PIC, on the other hand, has developed the ability to tap a resource which an organization of its size could never maintain internally. This assistance is often available at no cost because of the collaborative

arrangements developed through the NAPIC/NIWL demonstration.

Finally, the joint communication and cooperation developed under this project resulted in a Title III grant for Columbus that likely involves a greater degree of interagency collaboration than would otherwise have been the case. Several additional joint proposals have been submitted to serve dislocated workers and to conduct a needs analysis study.

Those involved in the NAPIC/NIWL project uniformly believe it was successful once the somewhat unrealistic goal of developing a comprehensive planning process was dropped. In fact, they attribute the markedly improved collaboration between the two organizations to the presence of an outside party which was able to get them to think in new ways about the unique potential for cooperation that exists. The continued involvement of the third party over a two year period also compelled them to continue seeking ways to cooperate when the early failures might have ended the project under other circumstances.

The demonstration site poses at least two interesting questions for further consideration. First, while major universities have not been viewed as potential sources of collaboration with PICs, the departments or centers concerned with economic development or vocational education may represent important collaborators for PICs concerned with broader perspectives including strategic planning in these areas. This project suggests that a more carefully structured demonstration, probably with incentive resources for the university, would be necessary to test the idea. Second, while it has been tried in a variety of areas, the brown bag lunch might offer a promising way to increase communication between practitioners in employment and training and those educators and researchers with similar interests in colleges and universities in the local area.

(Region I) North Idaho Private Industry Council (Coeur d'Alene, Idaho)/North Idaho College

Initial goals were to identify, coordinate and use available resources in the five counties in the North Idaho SDA (Benewah, Bonner, Boundary, Kootenai, and Shoshone) to assist workers dislocated from the wood products and silver mining industries. After the project began, a major electronics plant in Kootenai County moved its facility to Mexico, creating another group of dislocated workers needing help. Activities focused on job training and counselling provided by North Idaho College, relocation, and job placement services, supplemented by information on available social service resources. Services were coordinated of the AFL-CIO, the Job Service and the Panhandle Area Council, an economic development agency, funded from a variety of sources, including the Trade Readjustment Act, the Work Incentive Program, and the Governor's and Secretary of Labor's Title III Dislocated Worker monies. The economy of the area is changing and becoming more diversified, with an increase in tourism and the development of small businesses. A rural incubator project is planned.

Prior to this project, the PIC and the North Idaho College had worked together, but there had been little collaboration between these two agencies and the unions which have been influential in the state. Much broader and more cohesive collaborative activities are now occurring.

I. AREA PROFILE

The Region I Service Delivery Area of Idaho consists of the five most northern counties of the State: Benewah, Bonner, Boundary, Kootenai, and Shoshone. The north/south dimension is about a three hour drive, and the east/west dimension is about a one hour twenty-five minute drive. The total population is 124,135, almost 50% of whom live outside any incorporated place. About 25% live in communities of 4,000 population or under, and the largest community has a population of just over 20,000. The unemployment rate was about 10 percent in January, 1984.

The primary industries have been forest products, mining and agriculture. There is a small nucleus of industries producing components for electronic devices, which has a potential of becoming an important sector of the economy. Employment in manufacturing accounts for about 16 percent of non agricultural employment. Both mining and forestry have been heavily impacted by the national

recession.

The dislocation of workers resulted mainly from a severe drop in the price of silver which closed two major silver mines in Shoshone County and the decrease in housing starts which curtailed activity in the wood products industry in all five (5) counties. After the project began, a major electronics plant in Kootenai County moved its facility to Mexico, thus creating another group of dislocated workers in need of assistance.

Agriculture, too, has been set back, although not so severely. Most of those left unemployed from the forest products and mining industries are qualified as displaced workers since it is unlikely that they will be recalled to their former occupations. Statistics indicate that the number of displaced workers is 1235 from only one former employer. The rest are scattered throughout the Service Delivery Area.

North Idaho, however, is beginning to show diversification in its economic base, primarily in the areas of manufacturing and services. In the past year, construction began on the expansion of a resort/conference center in Coeur d'Alene; and plans were announced for a major resort center in Post Falls, a new truck stop/restaurant in Smelterville and a resort complex in Bonners Ferry.

Two large electronics firms have announced plans to expand into North Idaho, and one lighting firm located there in the past year. In addition, several cities are planning to expand their industrial parks, and a clothing manufacturer and a fiberglass company have already begun expansion. All of this should help to provide a more diversified economy and result in a lowering of the unemployment rate.

It appears that the economy of the area is very much in a transition state, moving away from lumber and mining toward manufacturing and services. It is also apparent from the number of small businesses starting up in the area that

there is a need for a complete small business support system.

The North Idaho College is located in Coeur d'Alene and is a junior college. An important part of its curriculum is oriented to needs off campus. It has made efforts to develop programs targeted to the displaced worker, and tailored to the specific needs of emerging industries.

The PIC Board has four members from education, including one from higher education, two from labor, and three from community organizations, in addition to those from the private sector. The director of vocational education at North Idaho College was appointed to the PIC Board toward the end of the demonstration project.

II. HISTORICAL PERSPECTIVE

Prior to this project, North Idaho College and the PIC had worked together on an informal basis. There had been little collaboration between either of these and the unions which are an important influence in the State. For example, the distribution of Idaho's JTPA Title III funds for dislocated workers is accomplished through requests for proposal from the State Office. When this project began, about $480,000 had been distributed in the State. Organizations which were funded included: the Idaho State AFL/CIO ($197,479) which operated a participant-based program from three locations and AGC Teamsters ($77,780) which operated a Statewide program for training truck drivers. The State Department of Employment in cooperation with several local governments in Southwest Idaho ($126,598) and the firm of Control Data ($177,880) which operated a statewide program of training in the use of Micro Processors were also funded.

Other sources of funding included the Trade Readjustment Act and the Secretary of Labor's Title III discretionary monies. It was recognized that

these funds needed to be spent in coordination with those available for economic development - SBA, EDA, HUD and State Block Grant funds, administered by the Panhandle Area Council.

III. PROJECT GOALS AND IMPLEMENTATION

The target population for collaborative activities under this project was focused on, but not limited to, displaced workers. It included other groups eligible for JTPA Title II-A services: single heads of households, youth, those who have exhausted Unemployment Insurance Benefits, and handicapped persons. The College was to provide labor market data, needs assessment, and counseling services. The PIC and the College planned to refine their strategy for job training efforts through developing more flexible responses, identifying and utilizing existing resources, providing services to outlying counties, and coordinating with economic development activities.

As the resource identification process began, a decision was made to concentrate on those areas which centered around job training, relocation, and job placement, and as an ancillary to provide information to dislocated workers on the availability of social service resources. The employment related resources identified, other than those available through the College and the Council, were from organizations such as the AFL-CIO, and the Job Service, with funding from the Work Incentive Program, the Trade Readjustment Act, the Governor's Title III Dislocated Worker funding, and the Secretary of Labor's Title III Dislocated Worker funding; and from the Panhandle Area Council, a certified development company involved in economic development which administers and implements programs with SBA, EDA, HUD, and State Block Grant funds throughout the five (5) county area.

The next step was two-fold: to insure adequate coordination of existing resources and to seek out and obtain additional funding. In the Silver Valley of Shoshone County the Job Service, using Trade Readjustment Act and Work Incentive Program funding, coordinated efforts to assist dislocated miners with the AFL-CIO, which had obtained a Title III Grant from the Governor. Both agencies were utilizing North Idaho College for skills training. To provide further assistance, the Region I Private Industry Council had funded both youth and adult training programs in the area. In Kootenai County, a task force recommended by the Governor and established by the Private Industry Council was working with the dislocated electronic workers. The Private Industry Council, the Job Service and the AFL-CIO again coordinated to provide skills training, job search assistance, and counseling to those workers impacted by the plant closure. The funding for the displaced electronic workers came primarily from the Trade Readjustment Act.

It was clear at this point that a truly cohesive and coordinated effort was being put forth to assist the dislocated mining and electronics workers. It was also clear that additional funding sources would have to be tapped to continue these efforts and to implement additional programs to begin to serve the dislocated wood products workers. The first new funding source came from the Governor's Office in the form of additional Title III Dislocated Worker funding to serve any dislocated worker throughout the five (5) county area. This funding was allocated to the Job Service for activities such as on-the-job training, classroom training, and job search training. Again, North Idaho College was utilized for skills training. The second new funding source was the award of a Secretary of Labor's Title III Dislocated Worker grant to the five (5) county area to serve workers dislocated from any industry, i.e., mining, wood products or electronics. This particular grant provided great flexibility

to the service delivery system to dislocated workers as (1) it was not hampered by the 50% match required in the Governor's Title III funding, (2) it contained a small business start-up training component, and (3) it required coordination with the Panhandle Area Council, the primary economic development agency in the area. In this grant, Job Service continued its coordination with North Idaho college primarily through skills training, the AFL-CIO assisted the workers through job training and relocation, and the Private Industry Council provided administrative oversight.

Through the Idaho State Job Training Coordinating Council's proposal process for the Program Year (PY) beginning July 1, 1985, the Job Service and North Idaho College - in a joint effort with the State of Idaho Department of Employment and Department of Vocational Education - were awarded funding to serve dislocated workers during PY'85. The AFL-CIO also received a specific award to serve dislocated mining workers during the same period. North Idaho College and the AFL-CIO also received a set-aside from the Governor's JTPA 8% Education and Coordination Fund to train students at the college.

IV. OUTCOMES

During the project, increased collaboration seems to have developed not only between the PIC and the College, but also between them and other agencies involved in education, training and economic development throughout the State. These agencies seem ready to move on from providing training services to dislocated workers to providing technical assistance for the development of more small businesses throughout the region, with financial and other resources identified during this project.

The PIC continuously surveys employers in rural areas to identify unmet skill needs which could be met through on-the-job or classroom training. One possible point of conflict between the PIC and the College seems to be assigning responsibility for the placement of JTPA clients who have received training by the College. If the College does not want to assume this responsibility, as it appears it does not, the PIC feels that perhaps a higher level of performance should be expected of the students. The Employment Service is represented on the PIC.